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ABSTRACT

As an approach to solving the problem of under-utilization of human resources, the Cooperative Career Planning (CCP) concept stresses the role of the public school system in the coordination of available educational resources with potential job-training work stations in a given community or geographic area. In this way the community could become a laboratory for learning experiences available to everyone, regardless of age or socioeconomic condition. This position paper presents a brief review of existing manpower programs and policies, proposed objectives and organizational structure of the CCP, a model for evaluation, and a selected bibliography. A related document is available as VT 009 940. (CD)

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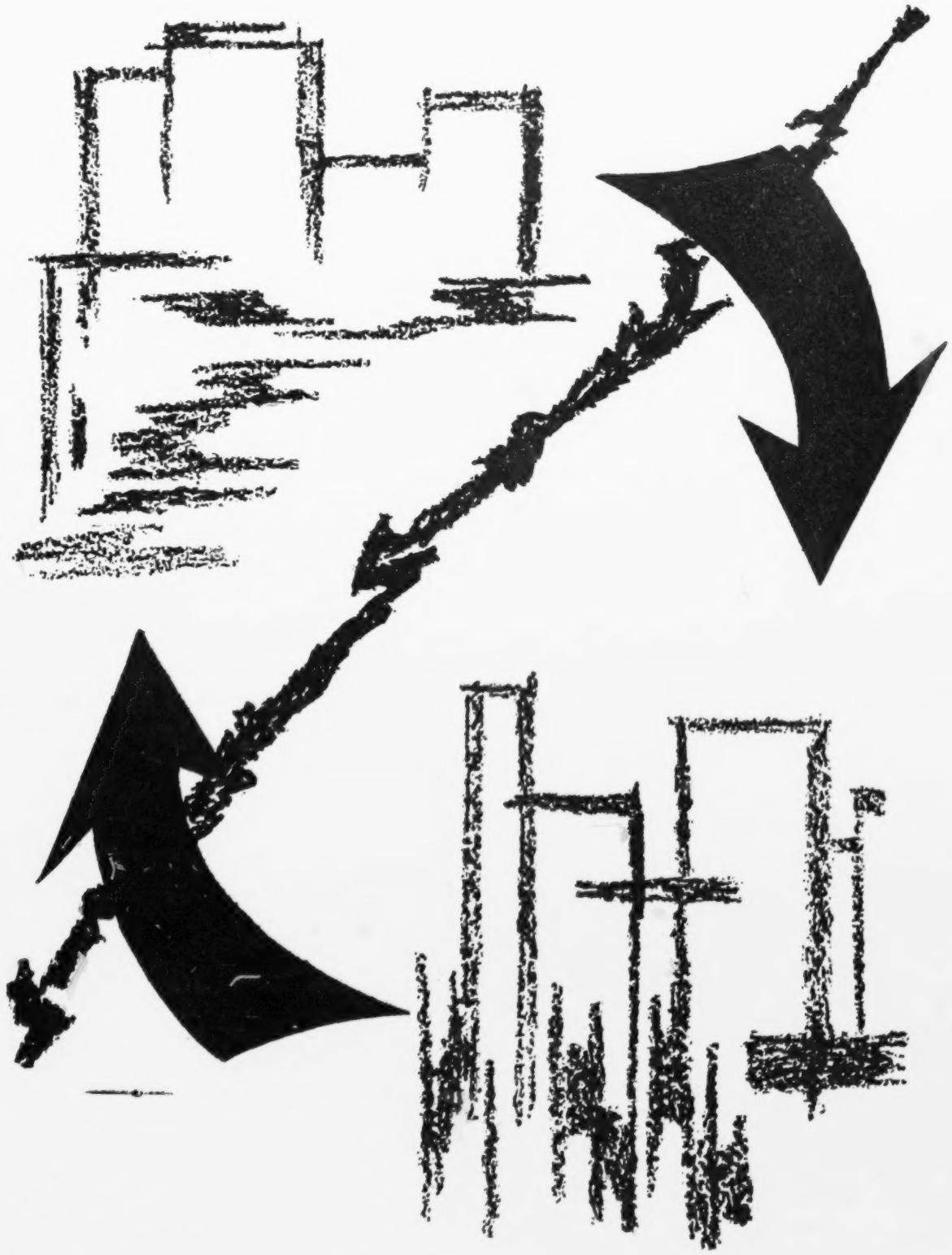

AN OCCASIONAL PAPER

# WORKING, LEARNING and CAREER PLANNING

## A COOPERATIVE APPROACH TO HUMAN RESOURCE DEVELOPMENT

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# WORKING, LEARNING AND CAREER PLANNING:

# A COOPERATIVE APPROACH TO

# HUMAN RESOURCE DEVELOPMENT

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## PREFACE

Man's work is perhaps the single most important aspect of his life. Since the beginning of time man has felt a compulsion to work and the products of this work serve as the cornerstones of contemporary life. Although theorists and philosophers have long struggled with the relationship between man and his work many questions remain unanswered.

Work is a complex phenomenon which is shrouded with psychological, sociological, biological, economic and cultural implications. The complexity of the work phenomenon raises doubts as to whether any true agreement on the motives and rewards of man's work will ever be achieved.

This paper is an attempt to isolate and examine one aspect of this phenomenon and relate it to twentieth century American life. Specifically, the aspect of work to be treated in this paper is the concept of employment as it applies to manpower development in America. While the concept of work has many connotations, employment tends to specify the contracting of one's time and energy to another for some type of tangible remuueration.

As America has moved from a basically agrarian society to an increasingly technological society the concept of employment has taken on new meanings. No longer does the majority of the population work on the family farm or in a related agricultural endeavor. Rather, technological advance, corporate expansion, population migration to urban areas, transportation improvements, and a variety of other factors have created an economy which is production, marketing, and service-oriented. We now live in an economy where less than 15 percent of the nation's work force is self-employed. The rest are jobholders and jobseekers, with paid employment supplying most of their income and occupying most of their time. This type of economy depends, in large measure, on the capacities of people *employed* to perform the tasks and jobs required for the success of organizations and institutions.

As society has become more complex the nature and conditions of employment have also become more complex. Brawn and a willingness to work are no longer considered to be crucial ingredients of successful employment. New and changing demands for skills, knowledges, and abilities have created a need for employees who possess competencies above and beyond the physical level. Without such competencies or realistic opportunities to obtain them workers and potential workers are at a distinct disadvantage in the competitive labor market. This disadvantage leads to conditions of *unemployment* and *underemployment*. These conditions are a deplorable underutilization of the nation's valuable human resource which saps the nation's economic and social potential.

Human resource development includes all levels of education, training, retraining, and intervention with respect to social, psychological, and physical problems as they relate to the productive capacities of people. John Gardner has noted that a free society cannot be

rearranged in any summary fashion and that perhaps the most effective means of achieving comparable results is through the educational system. Education can indeed lay a farm base for both intellectual and economic growth throughout one's life. While this paper does provide a brief review of existing manpower programs and policies its main emphasis is directed toward an approach to human resource development through enlightened action by the public schools.

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## MANPOWER POLICIES AND PROBLEMS

High and stable employment is an essential goal of American life and for many years federal policies have been directed toward that end. These policies have led the nation to the highest overall employment level in its history with 96.5 percent (7:9) of the labor force currently working. Although this is an enviable accomplishment, a close appraisal of the nation's employment profile clearly illustrates that many serious employment problems have yet to be overcome if the country is to fully attain its economic and social potential. At a time when employment levels are at an all-time high the unemployment levels of nonwhites remains approximately twice the national average; employment of youth is about triple the average; unemployment of nonwhite youth is double the rate for white youngsters; high levels of unemployment exist in central cities and depressed rural areas; high unemployment exists among the undereducated, particularly undereducated youth; several million people live in poverty despite their dedicated commitment to self-support because they hold jobs which even at fulltime, full-year employment, pay too little to raise them above the poverty threshold. (7:9) These are but a few of the manifestations of current manpower problems. Such problems are obviously complex, challenging and defy simple solution.

> America's manpower problems are difficult to solve partly because of the nature of projected changes in the labor force, partly because of the level of unemployment and its uneven distribution in our economy, partly because of the combination of rapid shifts in parts of employment and increasing barriers to labor mobility and partly because of the complications of the country's size and its federal, state, and local political structure. (6:10)

The scope of existing manpower policy is broad, so the decision makers are many and diverse-including employers; unions, school boards; local, state, and federal agencies, and volunteer organizations. As a result, no single, consistent, or cohesive strategy for the development and utilization of human resources has yet emerged. Manpower policy comes in pieces and pieces are difficult to fit into a neat pattern, but manpower experts are realizing the obsolescense and futility of fragmented approaches and are beginning to analyze the alternatives.

### Unemployment and Underemployment

Employment or manpower problems have aptly been described as essentially an underutilization of human resources. It is now recognized that this condition constitutes not only an economic problem, but also a social and psychological problem for those individuals affected. Unemployment and underemployment are two of the most obvious dimension of this underutilization of human resources. Unemployment is a term used to describe the condition of individuals who are unable to obtain and maintain jobs over prolonged periods

of time. This serious form of underutilization adversely affects the physical and psychological well-being of the unemployed individual as well as those who are dependent upon him.

> In the 1930's, when one of four workers was without work, it was obvious that the fault lay with the economy rather than the individual; now with widespread talk of labor shortages and unfilled jobs, the public tends to believe that anybody who is unemployed doesn't want to work. Yet, the high unemployment among certain groups (minority groups, the young, the undereducated, the aged) strongly suggests that the present day unemployed, like the masses of workers in the 1930's are largely the victims of the labor market forces over which they have little control. (7:9)

However, current unemployment is not a mass phenomena as in the 1930's and attempts to correct it must pinpoint the needs of the individuals and groups most affected.

Another form of this underutilization is that of underemployment or employment below the worker's aspirations, capacity, or potential. This form of underutilization is impossible to measure adequately. "Having a job-but one without adequate income-can be the most galling of employment problems in an affluent society, and perhaps as destructive of individual and family well-being as unemployment." (9:46) Although no sure measure has yet been devised to ascertain exactly who is underemployed in our society, it is generally recognized as being an important contributor to the high turnover rates, mental health problems, militancy, and low productivity of workers at all levels. In this sense there are probably few individuals who are not underemployed to some extent.

When a significant segment of the working population is unable to find and maintain employment or is employed at jobs below their capacities, America's productive strength is not fully utilized. Production to increase the standard of living, support economic growth, sustain national defense, and improve the general quality of life in America are desirable goals which should not be circumvented by an underutilization of available human resources.

## The Impact of Automation

Any appraisal of employment conditions and trends must consider the increasingly important role of technology as man is viewed in relationship to work. Technological advances have created a new variable for consideration in manpower planning. The word "automation" has been coined to describe the mechanization of jobs and tasks previously done by people. This automation process is one which creates new jobs for the skilled while eliminating others at lower skill levels.

> Within most occupations skills required for useful performance are increasing and changing. Employment opportunities for the illiterate and semi-literate are dwindling. Occupations requiring major skills and long training are expanding. (2:45)

The alternatives available to workers whose skills become obsolete are narrow and well-defined. These workers can either attempt to find opportunities to acquire new skills or

re-enter the pool of unskilled manpower to seek employment in a diminishing job market. Some employers have had the foresight to project changing job requirements and retrain existing employees to fit emerging job specifications thereby providing workers with some degree of job security. Unfortunately, this practice has been the exception rather than the rule.

Currently, the number of workers displaced each year by automation approximate one and one-half million. (10:19) This situation too often creates an intolerable dichotomy where thousands of jobs go unfilled while thousands of workers cannot secure jobs. As a result of automation, the U.S. Department of Labor now projects that the average youth of today will probably shift occupations some five times during the years he will remain in work life. (5:6) It is becoming crucial for workers not only to possess saleable entry skills, but also for them to possess the ability to adapt to technological changes. Such conditions will dictate that an individual be prepared to retrain or update his skills periodically throughout life. As technology advances the lack of saleable skills will continue to be a crippling handicap for the ill-prepared as well as for the unprepared worker. Therefore, it appears that automation will be an increasingly important factor in employment problems and must be given due consideration if significant gains are to be made in the total manpower picture.

## Manpower Programs

In recent years manpower problems have been intensively studied and reviewed in an attempt to determine how best this underutilization of resources can be corrected. A particularly significant result of this research has been the increase in awareness and understanding of the problem by decision-makers at all levels. This has led to the creation of new approaches to human resource development as well as recommended changes within existing manpower programs. Unfortunately much of this effort and activity has been directed toward programs for particular groups and temporary remedies rather than toward final solutions encompassing the nation's total work force. During the 1960's an infinite number of manpower programs were initiated by government agencies, private enterprise, and various nonprofit groups. While these programs were conceived to remediate manpower problems, their multiplicity and differing thrusts have made public understanding and program coordination virtually impossible. This is particularly true when these new programs are viewed in relation to the many agency programs which were already in existence. One result of this proliferation has been the confusion emanating from the maze of new acronyms and catchy titles which have been used to describe these programs.

The limited success of these manpower programs can probably be attributed to a number of factors. Too often they have been directed at those individuals who manifest conditions of unemployability rather than attempting to prevent these conditions from occurring originally. Specifically, the desirable characteristics of employability seem to be closely related to attainments in education or training programs. Although remedial programs are needed to serve those individuals who do not possess the skills, attitudes, or knowledges required for success on the job, it is difficult to foresee long-range solutions to the overall problem resulting from the remedial approach. A more realistic approach would be to give primary consideration to those individuals who are still in direct contact with education or training institutions. This consideration, followed by appropriate action, would be a positive step toward the elimination of future problems. Existing manpower programs are too often planned and conducted on a functional basis without due consideration being given to all

available resources which has resulted in competition between programs and agencies while other resources are not utilized. This unfortunate circumstance eventually reflects on the effectiveness and efficiency of all programs. More comprehensive planning and program coordination are needed if the confusion and overlapping of programs is to be eliminated and if they are ever to achieve their common goal of assisting individuals.

## Education and Work

During the 1960's much attention has also been focused on the nation's educational system and its vital role in human resource development. The American educational system, with its legislative mandate to provide free education for all people, has indeed played a major role in the development of an economy and labor force that is without equal anywhere in the world. The current high level of employment and general standard of living in America is a tribute to the success of the public schools. While the educational system justly deserves the major credit for the nation's social and economic advances, it must also share a proportionate responsibility for the persistent inequities which still exist. The schools are the only agency serving the public with both facilities and personnel that directly touch or have immediate access to the lives of virtually every person in this country. Therefore, the schools are in a strategic position to affect desired changes in human welfare. It seems tenable that schools could have a positive effect in overcoming employment problems by providing experiences and services commensurate with the occupational needs of their patrons. Man, education, and work must be viewed in a new relationship in which education becomes the bridge between man and his work. Such a systematic effort offers a promising tack for what many see as a "credibility gap" between the espoused purposes and the actual practices of American public education.

Current philosophies and practices appear to have impeded public schools in reaching their full potential in regard to manpower development. Traditionally, public schools have been "academically" oriented toward the preparation of students to enter the next higher level of education. Evidence indicates that this approach is outmoded. Approximately 80 percent of the fifty-one million students currently enrolled in the nation's elementary and secondary schools *will not* complete a four-year college program and earn a degree. (8:99) Roughly 25-30 percent of these students will not even remain in school long enough to earn a high school diploma. Approximately one million of these students are either dropped out, kicked out, or pushed out of school each year. (8:99) Some seventeen million Americans, eighteen years of age and over have less than eight years of formal schooling and they represent 13 percent of the population in this age range. (9:80) "If present trends continue, by 1975 thirty-two million persons in our labor force will not have completed their high school education." (5:1) While college enrollments are burgeoning this evidence illustrates that the transition from school to full-time employment still occurs for most Americans near the age of high school completion. It has been estimated that approximately 60 percent of these students enter the world of work unprepared to hold a job. This gives rise to a series of pointed questions about educational priorities. The need to combat dropout problems, the lack of skills manifested by thousands of adults, and revising educational requirements for most occupations underscore the important role of education in a technological society.

> There was a time when sending a child to school for a given number of years was enough to prepare him for the future. This is no longer true.

> There was a time when a young person could drop out of school, become employed, and learn on the job fast enough to have a good future. This is no longer true.
>
> There was a time when this nation could fill its manpower needs by simple on- the-job training. This is no longer true.
>
> There was a time when "graduation" was thought to be the end of education. This is no longer true.
>
> There was a time when education did not relate to an individual's self-dignity and his work. This is no longer true. (11:1)

The relationship between education and employability is fairly clear. People with more education, on the average, are more employable than people with little education. Although minority group membership, low family income, fewer cultural advantages, and other factors are to be considered in this regard, it remains that educational attainment per se is an independent determinant of employment. People with low educational attainment suffer more unemployment, on the average, than people with higher levels of attainment. "People with little education generally possess few skills, their productivity is low, and they can only be employed at wages that are correspondingly low." (4:16) Deductively, it can be reasoned that educational attainment and employability are closely related.

"The pace of progress in developing this country's human resources will depend, in large measure, upon the educational system. Manpower development needs impose heavy new demands upon educational institutions at all levels." (9:75) The time has arrived when almost every person will be required to have some formal preparation for employment and most will continue to need some type of continuous upgrading throughout life. The accelerating pace of change in technology and manpower requirements will make it necessary for the educational system to reappraise existing programs, philosophies, and practices to meet the challenges of a changing and change-conscious nation.

> Education cannot shed its responsibilities to the student (and to the society in his behalf) in a world where the distance between the experiences of childhood, adolescence, adulthood and between school and work continually widen, the school must reach forward and assist the student across the gap just as labor market institutions reach back to assist in the transition. It is not enough to dump the school leaver into a labor market pool. The school along with the rest of society must provide him a ladder and perhaps help him to climb it. (8:72)

## Historical Perspective

The 1917 Smith-Hughes Act and four decades of subsequent legislation have provided federal subsidies for occupational preparation programs in America's public schools. The primary objective of these subsidies was to help schools meet the needs of the labor market. Support for the programs established under this earlier legislation can best be judged by the fact that during the 1950's it was seriously recommended that federal assistance for occupational preparation programs be abolished.

During the early 1960's occupational preparation programs and the need for remedial training programs was brought sharply into focus by a minor economic recession. This condition prompted the government to reassess thoroughly existing programs and in 1961 a special panel of consultants was appointed by the President to evaluate existing programs on the basis of contemporary needs. After deliberating for more than a year, panel members were convinced that two principal failures of vocational education restricted its ability to match the requirements of the fast-changing economy and technology to vocational needs and desires of individuals: (1) lack of sensitivity to changes in the labor market, and (2) lack of sensitivity to the needs of various segments of the population. More specifically, the panel identified the following limitations:

1. Compared with existing and projected needs to the labor force, enrollments of in-school and out-of-school youth and adults were too small.

2. Service to the urban population, with an enrollment rate of 18 percent in the high schools of the large cities, was grossly insufficient.

3. Most schools did not provide efficient placement services, few schools had organized programs for systematic follow-up of the students after graduation or placement.

4. Programs for high school youth were limited in scope and availability; about one-half of the high schools offering trade and industrial education had four or fewer programs, most of which involved a narrow range of occupations; high schools failed to provide training programs for groups or families of occupations.

5. Research and evaluation programs were neglected.

6. Adequate vocational education programs for you with special needs were lacking; in many respects, vocational education had become as selective as academic education with regard to accepting students.

7. In many states, youths and adults did not have significant opportunity for both secondary vocational instruction; curricula tended to concentrate on the "popular" technologies, particularly electronics; insufficient funds and restrictive federal legislation inhibited the development of certain types of programs, such as office occupations.

8. There was a lack of initiative and imagination in exploring new occupational fields. Severe limitations existed in regard to related training for apprentices, such as adequate classrooms and appropriate instructional equipment; craftsmen used as teachers for related training and skill training of apprentices and journeymen were not afforded adequate opportunity to learn modern instructional methods.

9. Many school districts were too small to provide diversified curricula or proper supervision of teaching activities.

10. Curricula, curriculum and instructional materials had not been developed for many of the new occupations. (8:17-19)

In its recommendations the panel recognized that the legislation under which vocational education had been operating since 1917 was responsible, to a large degree, for the slow response to the changes in the labor market. The programs for which federal funds were available represented only a very narrow part of the total spectrum of occupations. The panel also charged that vocational education leaders had not shown sufficient imagination and initiative to adapt vocational education to the challenges of a fast-changing economy. This assessment resulted in the formulation of the Vocational Act of 1963. "The 1963 Act was a project of a growing sensitivity to human welfare, and its emphasis was upon the people that needed skills rather than the occupations which needed skilled people." (8:1) The authors of the 1963 Act recognized the need for flexibility and the difficulties of reorienting institutions to keep pace with new demands and consequently built an evaluation system into the legislation. History indicates that this foresighted action was a major strength of the legislation as it provided a means for assessing the Act's overall impact. The 1963 Act provided federal funds to serve four major groups: (1) persons who attend secondary schools; (2) persons who want to extend their vocational education beyond the high school level; and such persons who leave high school before completion but are available for fulltime vocational education before entering the labor market; (3) persons who are already in the labor market--unemployed, underemployed, or employed--and need further training to hold their jobs, to advance in their jobs, or to find suitable and meaningful employment; and (4) persons who have academic, socio-economic, or other handicaps that prevent them from succeeding in regular vocational education programs. (8:20)

The Act also authorized federal grants for the construction of area vocational schools, various ancillary services and activities, more work-study programs, and construction and operation of residential vocational schools. This significant legislation was designed to expand the previous limits of occupational preparation programs and make work-related educational opportunities available to all persons in all occupational fields in all communities.

In 1966 a special advisory council on vocational education was named to review and evaluate national vocational-technical education programs. The findings and recommendations of the Advisory Council were reported in 1968 and have since served as guidelines for the development of new programs and legislation as well as the identification of unsuccessful programs. While this report was essentially an assessment of the impact of the 1963 Act it actually was an evaluation of the quantity and quality of all occupational preparation programs in the nation's public schools. This makes the Advisory Council's report extremely significant and valuable to all manpower planning groups.

The following selected comments have been extracted from the National Advisory Council's report:

> Adult enrollments amount to less than 3 percent of the 25 to 65 year old age group. Almost six out of ten of those are enrolled in home economics and trades and industries. (8:28)
>
> It is significant to note that with attention focused upon continuing education and the need for adult training and retraining, this category has shown the lowest percentage increase. (8:28)

There is little evidence of much effort to develop programs in areas where great manpower shortages exist. Examples are low enrollments in health occupations and technical programs. While the annual percentage gains in enrollments are quite large, the actual number of persons enrolled in these programs is extremely small in view of potential labor needs. (8:29)

Despite increases in enrollment, only a relatively small number of those who are being trained for work acquire their skills in vocational education. Yet the five out of six youths who do not graduate from college should be prepared for suitable jobs. In addition, the rapid changes which are taking place in industry would suggest that between 15 and 25 percent of the labor force would profit from training or retraining. (8:32)

A significant achievement of the work-education programs is the removal of the artificial barriers which separate work and education. The establishment and continuation of work-education programs require educational staff involvement with industry personnel. Through this interaction, needs and problems of both are made known and greater understanding takes place. In addition to making curriculum revision more rapidly reflective of current occupations, the programs have great value providing students with the proper attitudes for the work environment. (8:40)

Progress was even slower in vocational guidance and placement services. The employment service has had for many years a cooperative school program where employment service personnel visit high schools to test and counsel those members of senior classes not planning to enter college. Beyond this continuing program no significant efforts were made to establish a special relationship with vocational education. Vocational instructors customarily placed their better students through informal industry contacts. The remainder, usually a small minority, seek their own jobs by a variety of methods including registration at the employment services. The employment services occasionally "out station" personnel in junior and community colleges to provide placement services but rarely in high schools and vocational schools. Although excellent relations between local employment services personnel and local vocational education educators exist in some areas relationships were nonexistent in others. The 1963 Act itself appears to have made little if any effect. (8:43-44)

Practically no guidance in counseling services are provided to out-of-school youths and adults and very little to youths with special needs. However, the critical need is for more counseling and guidance for vocational students at all levels should not be an excuse for creation of a separate counseling and guidance system. (8:49)

Less than one-half of the non-college trained labor force was found by a 1964 Labor Department survey to have had any formal training for current jobs. Less than 4 percent of the 18 to 21 population were enrolled in post-secondary full- time vocational education with less than 3 percent of the 22 to 64 population involved in part-time adult extension courses. (8:51)

There has also been a general failure to recognize that vocational education may have as much or more to offer as a technique for motivating students to learn by doing as it does as a method of skill training. This is particularly important in light of studies suggesting that a relatively low proportion of high school students make occupational use of specific vocational skills learned there. (8:59)

Every vocational program should be based on a study of employment supply and demand in consideration of student mobility. In practice, data on supply usually are not available; data on demand are unreliable; and an implicit assumption appears to be that no graduate of the program will ever leave the school district. (8:62)

The best information on the adequacy of vocational education programs comes from the follow-up of the students who are placed on a job. Research indicates clearly that most successful vocational programs are those which assume responsibility for placing their graduates and thus get feedback on their strengths and weaknesses. The placement officer, the student, his employer, and his fellow workers know the strengths and weaknesses of the program. Without the link of the placement officer this information is unlikely to get back to the school. If the graduate cannot be placed in the field for which he is prepared, something is wrong. Acceptance of placement responsibility by vocational educators would provide an appropriate test of adequacy and relevance. (8:62)

These are just a few of many comments and evaluative statements contained in the 1968 report of the Advisory Council on Vocational Education. *These statements seem to reflect disappointment in the accomplishments of the 1963 Vocational Education Act. However, they do point the way for modifications which will upgrade the total occupational preparation program in the public schools.*

The concluding statement in the Advisory Council's report is one which perhaps best sums up the general feeling of the council:

> It is no longer possible to departmentalize education into general, academic, and vocational components. Education is a crucial element in preparation for a successful working career at any level. With rising average educational attainment, better educated people are available so that the employer seldom needs to accept the less educated. If it represents nothing else, a high school diploma is evidence of consistency, persistence, some degree of self-discipline, and perhaps even of docility. The relevance of education for employment arises from better educated labor and a technology that requires it. The educational skills of spoken and written communication, computation, analytical techniques, knowledge of society and one's role in it, and skill in human relations are as vital as the skills of particular occupations. On the other hand employability skills are equally essential to education. If education is preparation for life, and if practically everyone's life and opportunities for self-expression and self-fulfillment include work, then only the successfully employable are successfully educated. American

society is achievement oriented and attributes something less than wholeness to the non-striver and non-achiever. Culture and vocation are inseparable and inseverable aspects of humanity.

Vocational education is not a separate discipline within education, but it is a basic objective of all education and must be a basic element of each person's education. It is also a teaching technique which may have even more to offer as a method than as substance. As a selecting out process for the professions, education has fostered, stressed and rewarded the verbal skills important to these pursuits. It has given too little attention to development of attitudes, manipulative skills, and adaptability to new situations. In the process of emphasizing verbal skills, the predominant methods of instruction are lecture and discussion and little attention is given to the alternative technique of learning by doing. Skill development can be accomplished through work experience or through education in the schools' shops and laboratories. The key is to build a better means of integrating academic education, skill training, and work experience. The common objective should be a successful life in which employment has a crucial role. (8 : 69-70)

## A Rationale for Change

Leaders in all phases of American life are well aware that the responsibility for the development and continual upgrading of the nation's manpower resources cannot be delegated to any one institution within our society. Yet, the same leaders have had extreme difficulty in designing a comprehensive and effective approach to manpower problems. There are also growing concerns about the effectiveness of many long established manpower agencies and institutions, which includes the public schools. Specifically, there are pressures from many quarters for the public schools to develop and provide occupationally relevant programs and services tailored to the needs of students and adults in the communities they serve. Essentially, this means that there is a growing expectation for the schools to devote as much attention to the youth who are work-bound as they do for the relatively small percentage who are college-bound. This does not appear to be an unrealistic expectation but probably will not come about as the result of an expansion of traditional vocational education programs.si, Real progress will come only when the concept of education for work permeates the entire atmosphere of the educational establishment and educational experiences are recognized as being a means to an end rather than an end in and of themselves.

The following quotes are a sample of the types of concerns being voiced about the role of the public schools in manpower development:

An educationally sound program of studies should include opportunities for every student, regardless of his ability or his educational aspirations, to develop a marketable skill of his choice before completing the twelfth grade. (1:322)

The public schools must be more responsive to the needs of all students-their aspirations and goals and their role in the world of work. (8:97)

> With the continued rapid rate of technological change and the mounting accumulation of knowledge, work-preparation becomes a lifetime process, which educational institutions must aim to facilitate. (9:75)

> The biggest task facing the American high school today is to make its curriculum meaningful to students. (5:8)

> The high school should assume responsibility for entry job placement and future educational assignment for all youth enrolled in high school, whether they leave school or graduate. (10:167-168)

A review of current literature provides an abundance of the types of concerns expressed above. While such random statements add little to any general understanding of problems or their possible solutions they do underscore the fact that many authorities and influential groups are convinced that the schools can and should be doing a better job of meeting the occupational needs of their patrons. This has led to numerous broad recommendations for innovation and change in approaches to occupational education in the public schools. The majority of these suggestions have been couched in broad, general terms which offer all too little direction for actual program development and implementation. However, these many recommendations have been reviewed and incorporated into the program strategy to be discussed in the remainder of this paper-strategy which could be modified and adopted by public school systems to provide a new configuration of programs and services. This strategy provides a mechanism through which school systems can mobilize available resources to provide citizens with occupationally relevant learning experiences and services throughout life. Patterned after the community education concept, this strategy involves a realignment of the many services and programs which already exist. The community education movement's emphasis on community development through full utilization of human and physical resources provides ample evidence that the public schools have the capability to influence directly the lives of an increased number of their patrons and in so doing to serve as a catalyst in bringing about desired social and economic change. It is proposed that this same general philosophy can be adapted to bring school systems to the forefront as leaders in the development of comprehensive manpower programs.

## COOPERATIVE CAREER PLANNING: A STRATEGY FOR CHANGE

The cooperative career planning (CCP) approach to manpower development focuses on the entry-job placement, continuing education, and upward job mobility of students and workers through the utilization of available resources. The successful implementation of this concept requires that the public school system assume the leadership and serve as the catalytic agent in a comprehensive human development effort designed to provide bridges between educational establishments, service agencies and the world of work. This bridging action will provide an integrated delivery system for educational programs and manpower services at the local level. The underlying assumption for this program is that conditions of unemployment and underemployment can best be minimized through the full development of the individual. In this sense cooperative career planning is a service type program to be developed around the unique conditions which prevail in any given community. There is neither a need nor an intent for this approach to duplicate any services presently being provided in any community. Rather, ***the ultimate success of the approach will depend on the mobilization of existing resources while supporting the expansion of those services needed to meet the communities' priority demands.***

### Innovative Features

The CCP approach is innovative in several respects. First, it requires a modification or realignment of the school district's organizational pattern with counseling, guidance, testing, continuing education, distributive education and other services and employment- oriented programs being consolidated into one comprehensive operation. Second, it requires a redefinition of the school system's educational priorities with emphasis being placed on the schools' responsibility to ***all of*** its constituents, not just children and youth. This emphasis will make it virtually impossible for the school to assume that its obligation ends when students leave the formal school setting. The third innovative feature is active school participation in inter-agency affairs and the community-at-large. This implies that the program will build on the strengths of the many organizations, agencies, and institutions involved in human resource development. Such direct school-community- agency involvement will provide a basis for the assessment and modification of existing school programs and practices. Finally, this program is innovative in that it is *process* oriented. Thus, the program will focus on the improvement of intra-community communications and cooperative educational endeavors rather than simply attempting to resolve complex problems through independent action. In this sense the CCP approach can be described as a *change-support* process and the model depicted in figure 1 illustrates many of the intricacies of this process. Cognizance of and adherence to the community development potential.

### Prerequisites to Program Implementation

A realization of the need and a demonstrable commitment to corrective action should preclude the establishment of the CCP concept in any school system. Such a commitment should include a willingness to conduct the program for a minimum of three years. This

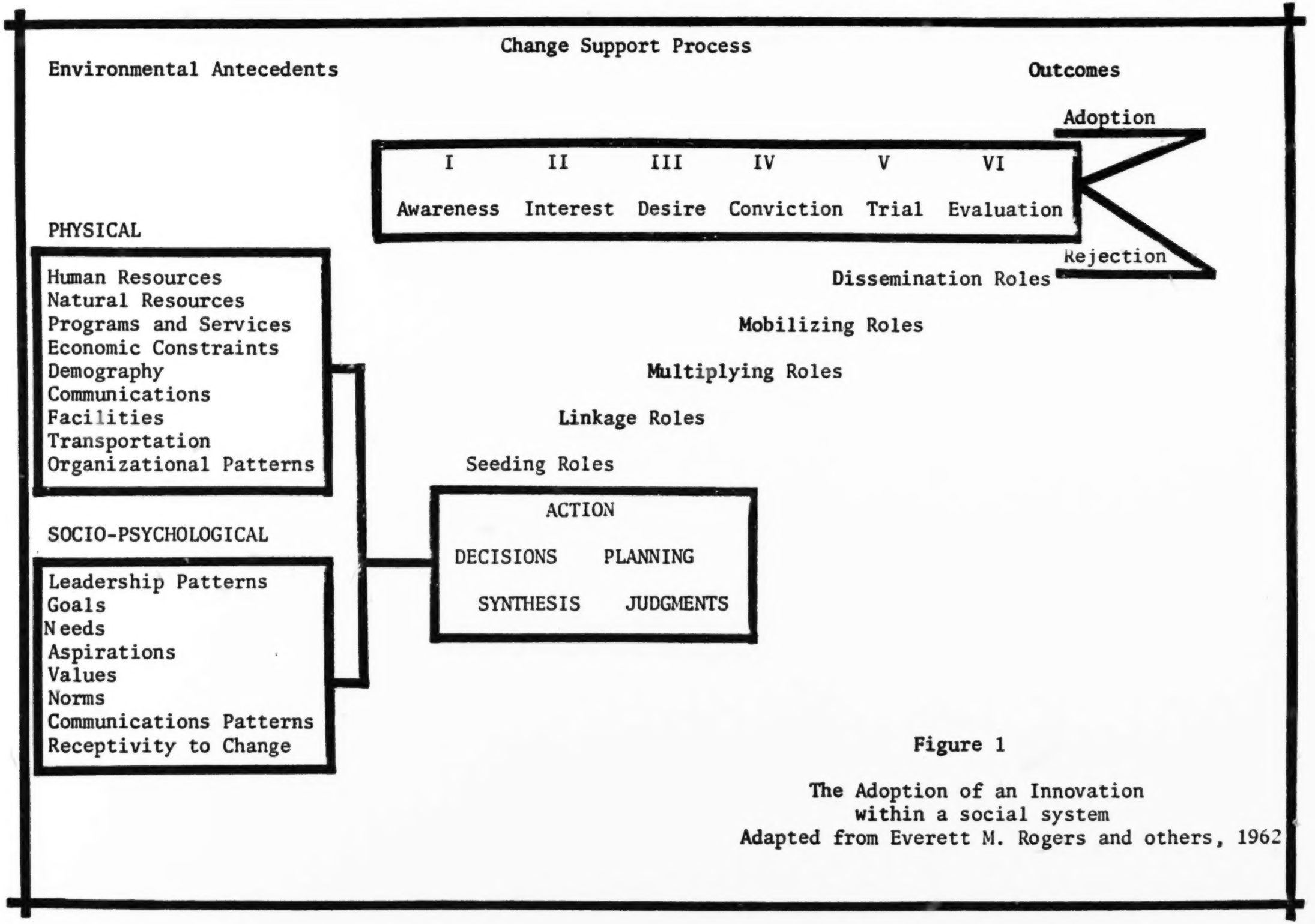



**Figure 1**

**The Adoption of an Innovation within a social system**
**Adapted from Everett M. Rogers and others, 1962**

three-year pilot effort should provide ample evidence of the program's worth thereby providing a basis for a decision to either adopt or discontinue the effort. If these conditions have been met and CCP is to be implemented, it becomes necessary to provide basic guidelines for the structure and function of the program. Most medium-size school systems already have most of the resources to implement a functioning CCP program, but they appear to lack the direction or leadership necessary to initiate such an activity. The following narrative is intended to provide some of the groundwork for the establishment of a cooperative career planning mechanism in a community with a population base of 20,000-40,000 and a reasonably diverse economic mix.

**Organizational Structure**

The establishment of a CCP program will involve the creation of a community services division within the organizational structure of the school system. As an arm of the school system this division should be established at the "cabinet" level with commensurate authority, status, and involvement in the decision-making process. The responsibilities of the administrative head of this new division will necessitate direct access to and communications with the superintendent of schools as well as with the heads of the other major administrative divisions within the system. A suggested organizational pattern for the creation of this division appears in figure 2.

**Objectives**

The goal of the CCP program is to develop a mechanism through which a school system can mobilize available community resources to provide citizens with occupationally relevant learning experiences and services throughout life. Although it is somewhat idealistic, this goal does set the tenor for the development of specific program objectives.

A set of suggested objectives has been outlined in relationship to the previously stated program goal. (See appendix A). These suggested objectives should undoubtedly be reviewed and modified in accordance with the incentives and constraints found in any specific implementation site.

**Staffing**

Since the community services division will be charged with the responsibility of mobilizing available resources for a coordinated assault on human resource development problems, it is extremely important that the selection of staff be geared to the complexity of the task. In most instances program implementation will involve the addition of several key individuals to the existing staff of the school system. These new or reassigned personnel will man the community services division and serve as the focal point for the development and implementation of the total program. The unique qualities of the program make it imperative that the staff possess the individual and collective strengths to function as a team in program development. The importance of this team approach to staffing will become more evident as the rudimentary functions of the program are discussed in greater detail. It is suggested that the minimum staffing for the community services division consist of a team of four individuals as shown in figure 3. This illustration depicts suggested job titles, major areas of responsibility, and an organizational pattern for the community services division. A basic job description for each of these job titles is provided in appendix B of this paper.

**Major Program Activities**

The cooperative career planning team will be involved in a myriad of different process-oriented activities. The following overview describes the activities to be initiated by the

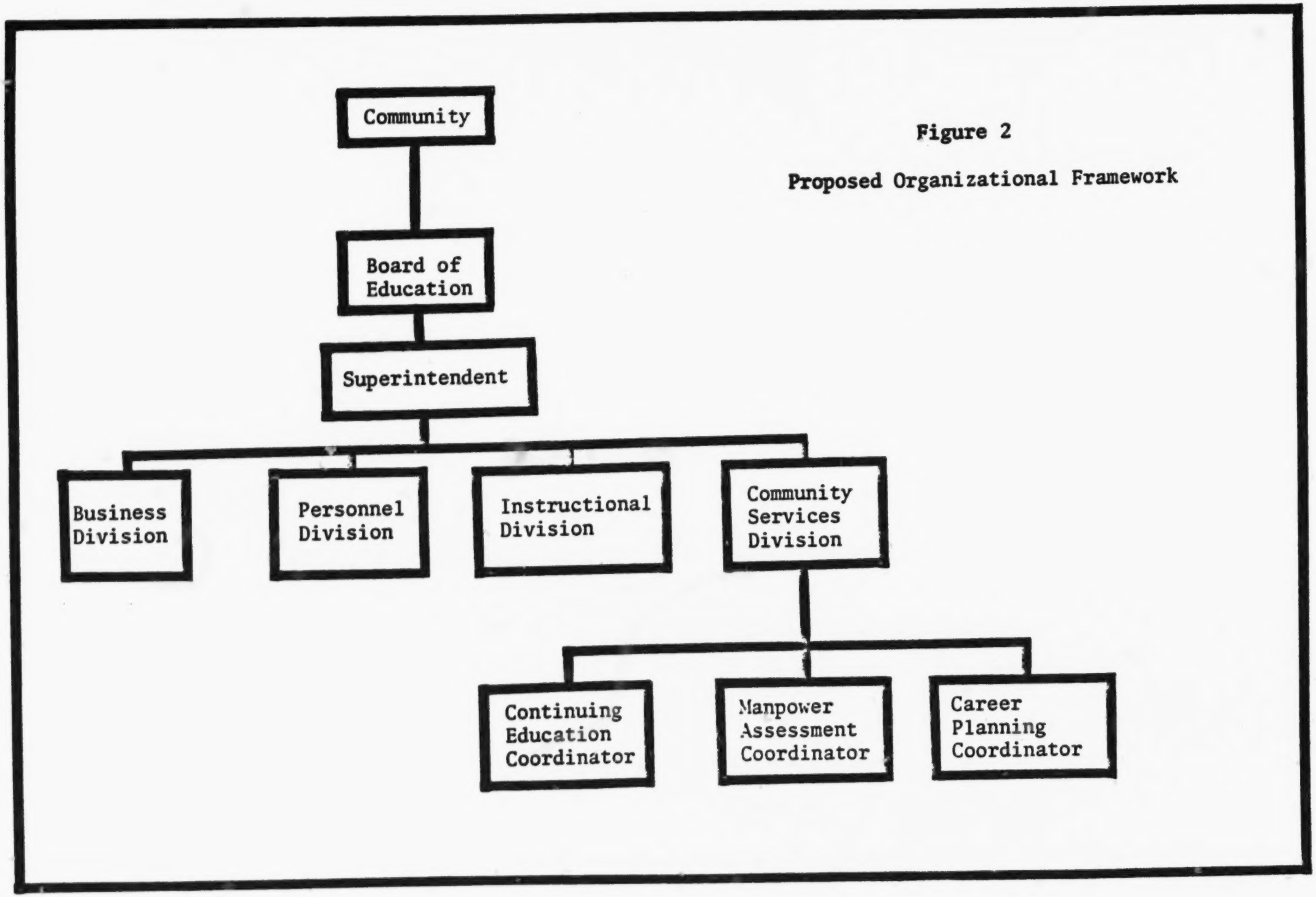


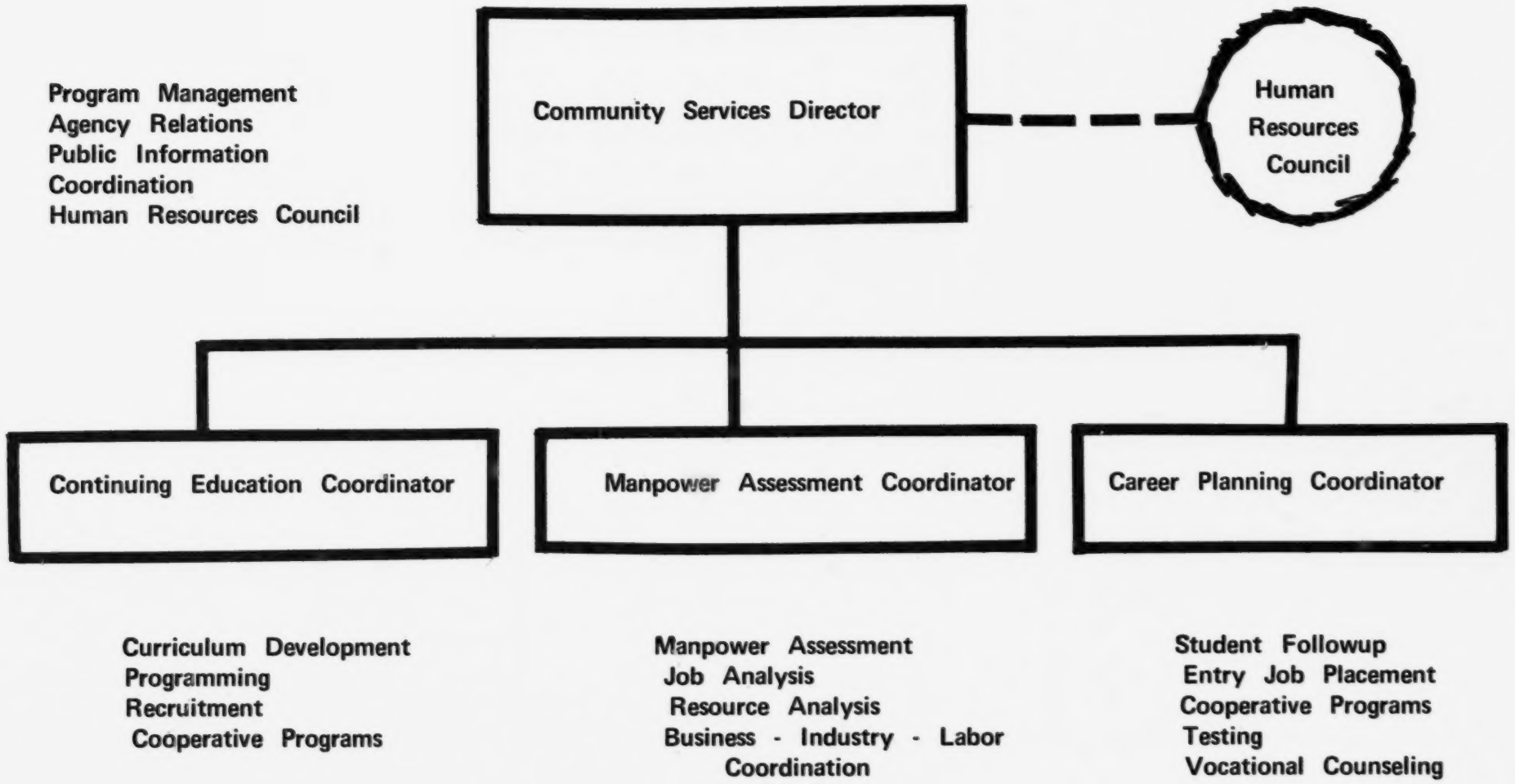

**Figure 2**

**Proposed Organizational Framework**

Figure 3

PROPOSED ORGANIZATIONAL STRUCTURE

COMMUNITY SERVICES DIVISION



staff. For the purposes of this paper these involvements will be described in global terms rather than prescribing specific operational procedures. Many of these procedures will need further development before actual on-site implementation occurs. However, the following functions are judged to be crucial to the overall concept of CCP.

The establishment of a functioning *Human Resources Council* will command a high priority in the implementation of CCP. This council will serve as an advisory and program planning group to the community services staff as they attempt to foster improved communications, coordination, and reciprocal involvement among the various groups and agencies. The council will consist of representatives from both the public and private sectors with an attempt being made to involve those individuals best prepared to come to grips with manpower related problems. Key business leaders, union officials, agency representatives, and educators will be identified and involved in this consortium of resources with the career-planning staff serving as the catalytic agent. Once this body has been formulated it will be convened periodically and serve as a vehicle for analyzing needs in relation to available resources.

The dialogue emanating from this council will be interpreted by the career planning staff and translated into potential program activities which can then be submitted to the group for consideration and possible sponsorship. Throughout this interaction process community needs and available resources can be assessed in an attempt to match these needs with the available resources. This aspect of the career planning approach will pave the way for more intensified educational planning within the educational system as well as with individual employers and agencies. Figure 4 suggests the kind of representative group envisioned for this council. Again, some modification and adjustment in this suggested framework may be necessary before its actual formulation occurs.

*Entry job placement* will be another major aspect of CCP. It will involve the careful assessment and matching of available human resources with employment opportunities, primarily at the secondary school level. Available manpower supply will be closely correlated on a continuing basis with the local manpower requirements. When and where individual wants coincide with the needs of employers, students will be placed on jobs. Where individual competency needs are greater than the available suuply, continuing or supplemental educational programs will be devised to make up the deficit. Employers will be encouraged to anticipate needs, engage in needs-analysis and initiate a policy of entry job placement and upward mobility for all employees based on work-learn experiences. Demonstration of this concept will be dependent upon the ability of the staff to coordinate the efforts of the school system or it may be carried out as a fulltime adjunct of the state employment service. Regardless of the approach taken it will provide direct employment services for youth who are about to embark into the world of work. Placement of students on jobs will illustrate to students that school *is* the best place to be in order to get a job.

The job placements function will include a coordination of existing services(i.e. testing, counseling, guidance, placement, etc.) while acting as a continuous, dependable link between educational establishments and the working world. Basic to this operation are the concepts that working and learning are prerequisite to seccessful career planning and that within the reach of each individual a community should have a single contact point for expediting services and;or referral. Figure 5 conceptualizes how an individual might take advantage of the options provided by this "clearinghouse" of services. A clear understanding of job alternatives, requirements, and opportunities for growth and advancement will enable

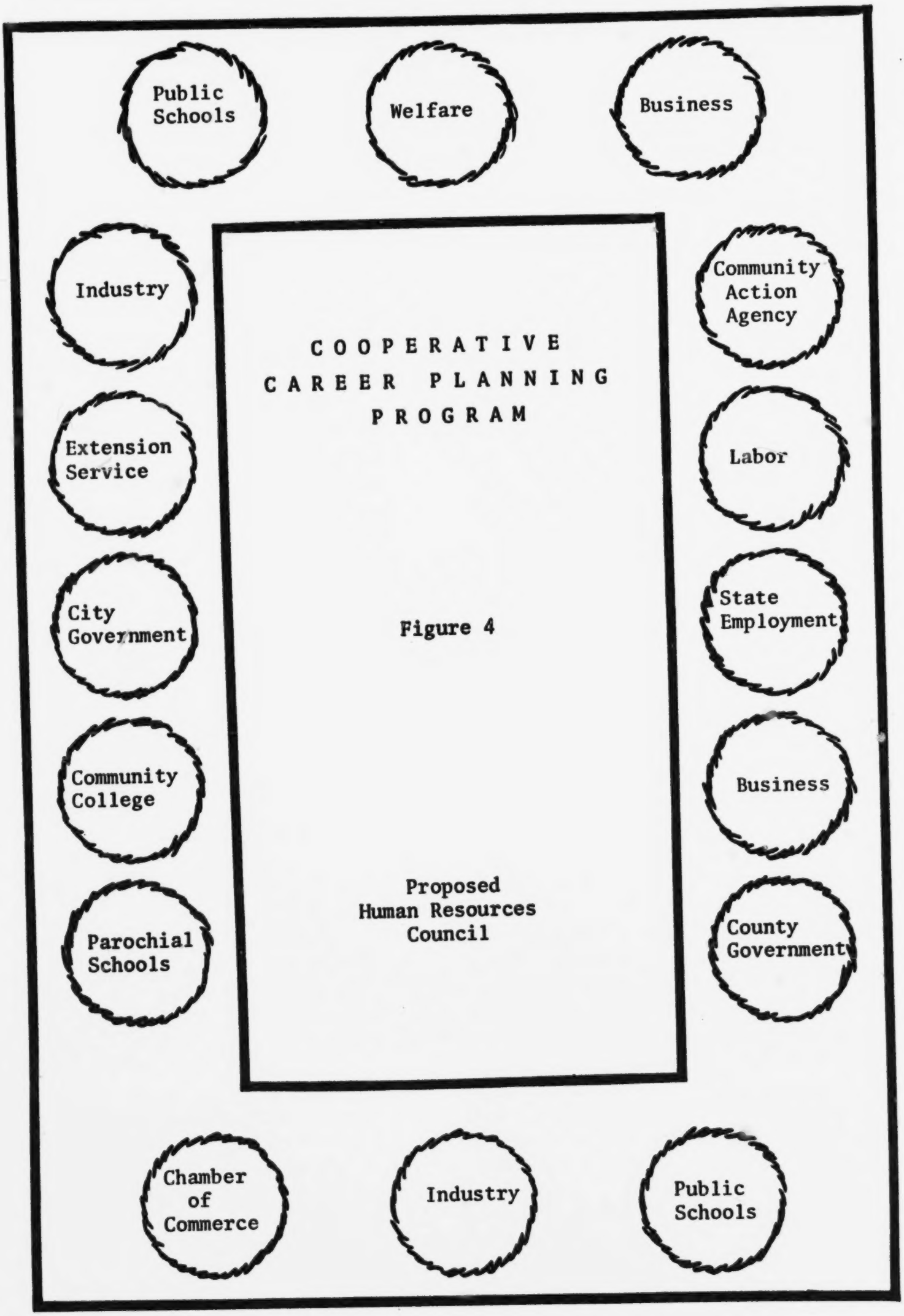

Public Schools
Welfare
Business
Industry
Community Action Agency
COOPERATIVE CAREER PLANNING PROGRAM
Extension Service
Labor
City Government
State Employment
Community College
Business
Proposed Human Resources Council
Parochial Schools
County Government
Chamber of Commerce
Industry
Public Schools

Figure 4

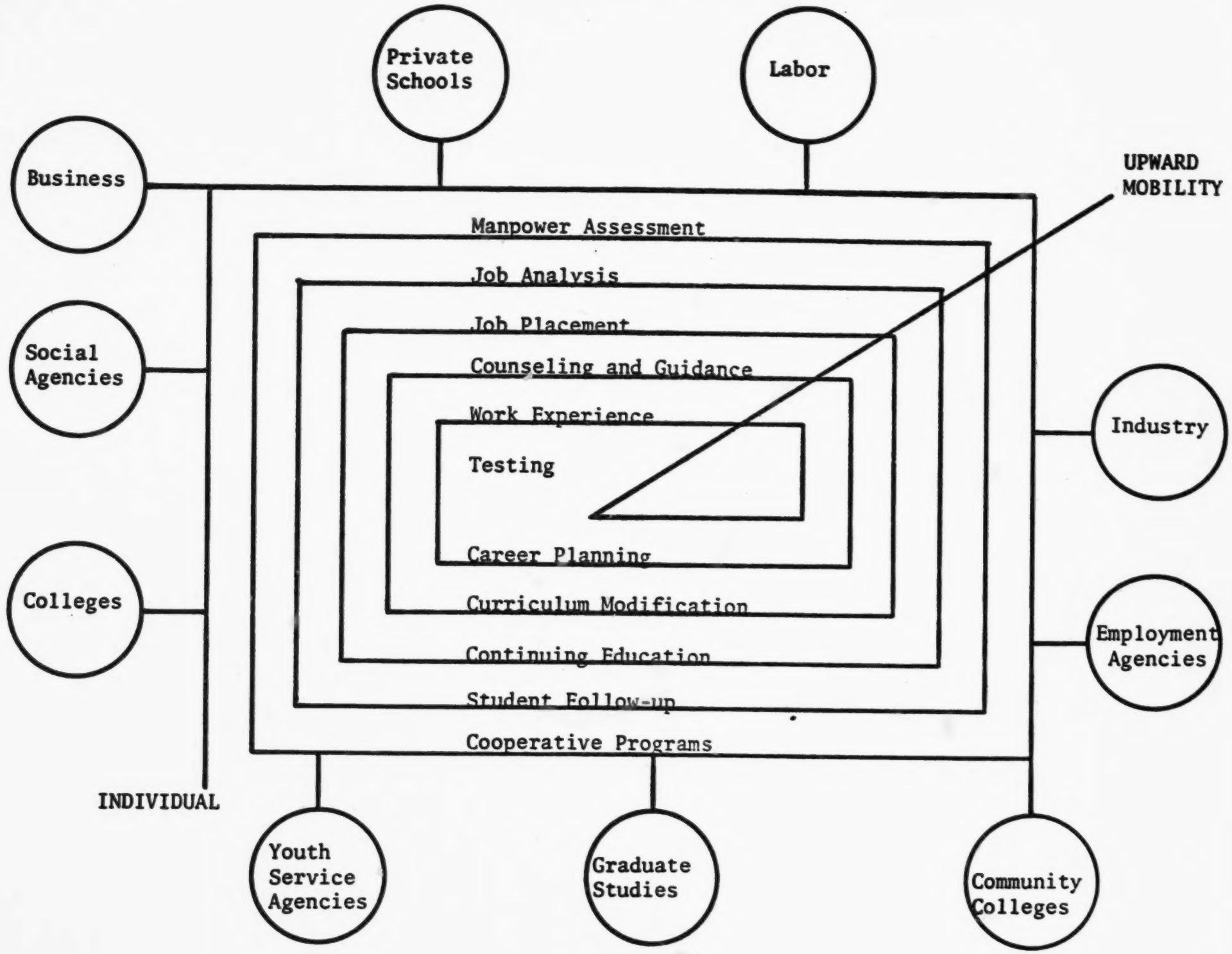



**Figure 5**

AGENCY MOBILIZATION MODEL

youth to become involved in career planning tailored to individual needs. Although students will receive the direct benefits of school-centered job placement services, other members of the community will indirectly the numbers of the unemployed and underemployed.

A third major aspect of CCP is *student followup.* An extensive followup will be conducted yearly on all students leaving the educational system, regardless of whether they drop out, enter institutions of higher education, take jobs, get married, join the military or choose other alternatives. The information obtained from such a followup will be extremely helpful in evaluating educational programs, policies, and the allocation of public resources. The plotting of mobility patterns, employment patterns, educational patterns, and other relevant patterns over an extended period of time will provide reliable data to be fed back into the school system. Such data will provide a sound basis for modifying and updating current educational offerings to meet the needs of both the college-bound and work-bound student. Analysis of followup data will also identify former students who could benefit the most from available services and they could be made aware of available opportunities.

A fourth function of the CCP mechanism will be to *establish a dialogue between employers and employees* for the purpose of developing relevant job descriptions and management plans which will facilitate the efficient development and use of available manpower. Joint recognition, by both employers and employees, of the need to perceive jobs in terms of both saleable products and learning outputs which can be reinvested for upward job mobility are crucial to this facet of the program.

Before progress can be made to coordinate the schools potential contribution with the needs of employees and students, a system must be developed to analyze jobs in terms of the specific skills, knowledges, and attitudes required. These will be identified and classified in terms of criterion that can be developed into relevant educational tasks.

Actual job competencies will be isolated to determine specific educational requirements rather than using existing methods of describing these competencies in terms of broad general requirements (i.e. high school diploma, twenty years of age, two years of experience, three years of high school math, etc.). Many answers must be sought (what, when, where and with what) regarding the most efficient and effective means of training for specific job requirements. Such information is important to employers and educational agencies if they are to plan programs to help people acquire these needed competencies. This will result in a realistic appraisal of each job and the opportunities to move to higher job levels with on-the-job and other types of training. Such information will be fed back into the educational system as a guide to the evaluation of existing occupational preparation programs employment and upgrading of the work force. This job analysis task is becoming increasingly important if existing, and future occupational titles are to be dealt with realistically. Thus, the central objective of this segment of the CCP process will be to work with employers and labor groups to develop a system for analyzing jobs in terms of criterion which are pertinent to both employers and educators. These data will be invaluable to curriculum planners designing educational experiences that are relevant to the needs of students, employees, and employers. The job-learning identification process ascribed to this aspect of the program will require considerable planning and development in cooperation with representatives of business, industry, and labor.

An expanded *continuing education* program is another essential component of CCP The extension of educational opportunities to all people throughout their lives through continuing education is recognized as being fundamental to futuristic educational planning.

Figure 6 depicts the relationship between the domains of elementary, secondary, higher and continuing education. Although the first three levels of education are closely linked the domain of continuing education serves as an umbrella over the rest of the educational process. While elementary, secondary, and higher education connote preparation for the future, continuing education connotes preparation for the present and in that sense is a lifelong process in which an individual can be involved regardless of the level at which his elementary, secondary, or higher education experiences were terminated. Many American communities are now conducting continuing education programs with differing purposes and degrees of success. However, few systems profess to be conducting programs directly geared to the objective of upgrading the local labor force. This objective is the motivating factor behind the continuing education aspect of this program. The formal school setting does not provide the only avenue for acquiring specific or general education. In fact, unless the learning objectives are highly relevant to the needs and aspirations of the individual, the formal school program may be inefficient and perhaps even of negative value therby creating frustrations. School dropout rates, which approximate 30 percent of the population, provide ample evidence that large segments of this country's youth are becoming convinced that schools have nothing of value to offer them. This negative reaction to schools and school tasks represents a major obstacle in dealing with the unemployed and underemployed. Since informal education is actually a part of every job, it is important that a receptive attitude toward education and its purposes be fostered among students and employees. Hopefully, this can be achieved through the development of a continuing education program that includes learning situations geared toward the wants and needs of the individual and places no limitations or inhibitions on learning because of age, ability, or other factors.

## Summary

The concepts discussed in this paper will obviously require further refinement and definition before being field tested by a school system. However, any implementation of the Cooperative Career Planning approach should stress the coordination of available educational resources within a given community or geographic area. The programs emanating from this approach should also strive to extend the use of public educational facilities to all people while taking advantage of potential learning stations within the community itself. Offices, shops, plants and other work places should be utilized to provide actual job-related learning experiences. This should not preclude importing educational resources from other locales or transporting people to these resources if it proves to be more practical. Thus, the community could become a laboratory for learning with opportunities for relevant learning experiences available to all people throughout life regardless of their socio-economic condition. This suggests a pattern of work-learning experiences planned by and for each individual with respect to his own unique abilities and aspirations. This approach could evolve into a system whereby employees and potential employees could be credited with supplementary and complimentary learning attained on the job, through formal educational programs or through an integrated approach involving both methods. A further refinement of this system might include the development of a continuing education "transcript" which would provide individuals with a record of attainments outside the domains of elementary, secondary, and higher education. Such a record, when viewed in relation to other educational data would provide the basis for a composite which could be used to assess a person's readiness for either job entry or upward mobility.

The cooperative career planning approach is an overt attempt to consolidate and expand educational offerings to help people stay abreast of changes in their occupations, advance up

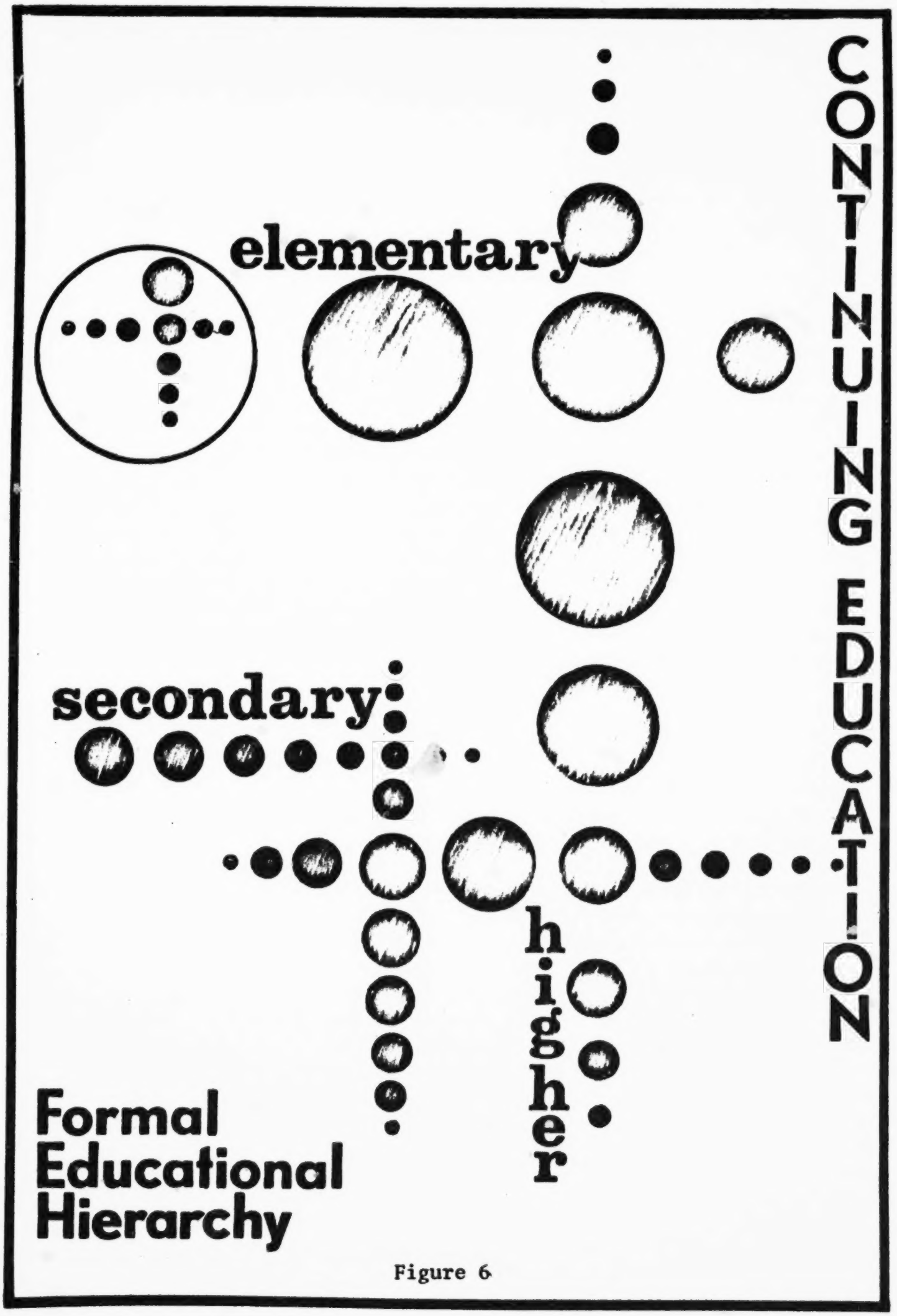

elementary
secondary
higher
CONTINUING EDUCATION
Formal
Educational
Hierarchy

Figure 6

the occupational ladder or move into new fields of endeavor. Individuals whose job skills become obsolete and individuals without skills could return to this kind of a system without fear of failure or need to endure further irrelevant educational experiences. While this approach could broaden job competencies and assure upward job mobility it might also provide a means for people to satisfy their thirst for knowledge.

## EVALUATION

The scope and complexity of the intervention effort described in the foregoing narrative provides a unique evaluation challenge. While the change-support process ascribed to CCP will be implemented within an institutional framework it will actually operate within the context of the total community. An infinite number of variables exist within this context which compound the difficulty in determining specific cause-effect relationships. Therefore the evaluation scheme devised for CCP will necessarily assume a sociological flavor with emphasis on process outcomes. Representatives of the sponsoring institution will therefore be confronted with a vast array of evaluation decisions before actual implementation occurs. Since it is virtually impossible to evaluate every possible dimension of this proposed approach it will be necessary for the sponsoring agency to consider the various alternatives and establish evaluation priorities. Decisions regarding these priorities should reflect consideration of the potential effects of the program, which includes at least the following:

1. Effects on curricular offerings in the public schools.

2. Effects on inter-agency commuucations.

3. Effects on school-agency relations.

4. Effects on cooperative educational endeavors.

5. Effects on the quantitative aspects of continuing education programs.

6. Effects on the job-relatedness of continuing education offering.

7. Effects on community awareness of educational opportunities.

8. Effects on youth employment opportunities.

9. Effects on the availablility, access, and use of community resources for educational programs.

10. Effects on the availability, access, and use of educational resources by the community.

11. Effects of the student followup on curriculum planning within local educational institutions.

12. Effects on the personnel policies and practices of local employers.

13. Effects on employment statistics.

14. Effects on dropout statistics.

15. Effects on student awareness of career and educational alternatives.

16. Effects on sponsorship of cooperative educations programs.

17. Effects on guidance, counseling, and testing service.

18. Effects on related manpower programs.

19. Effects on agency attitudes.

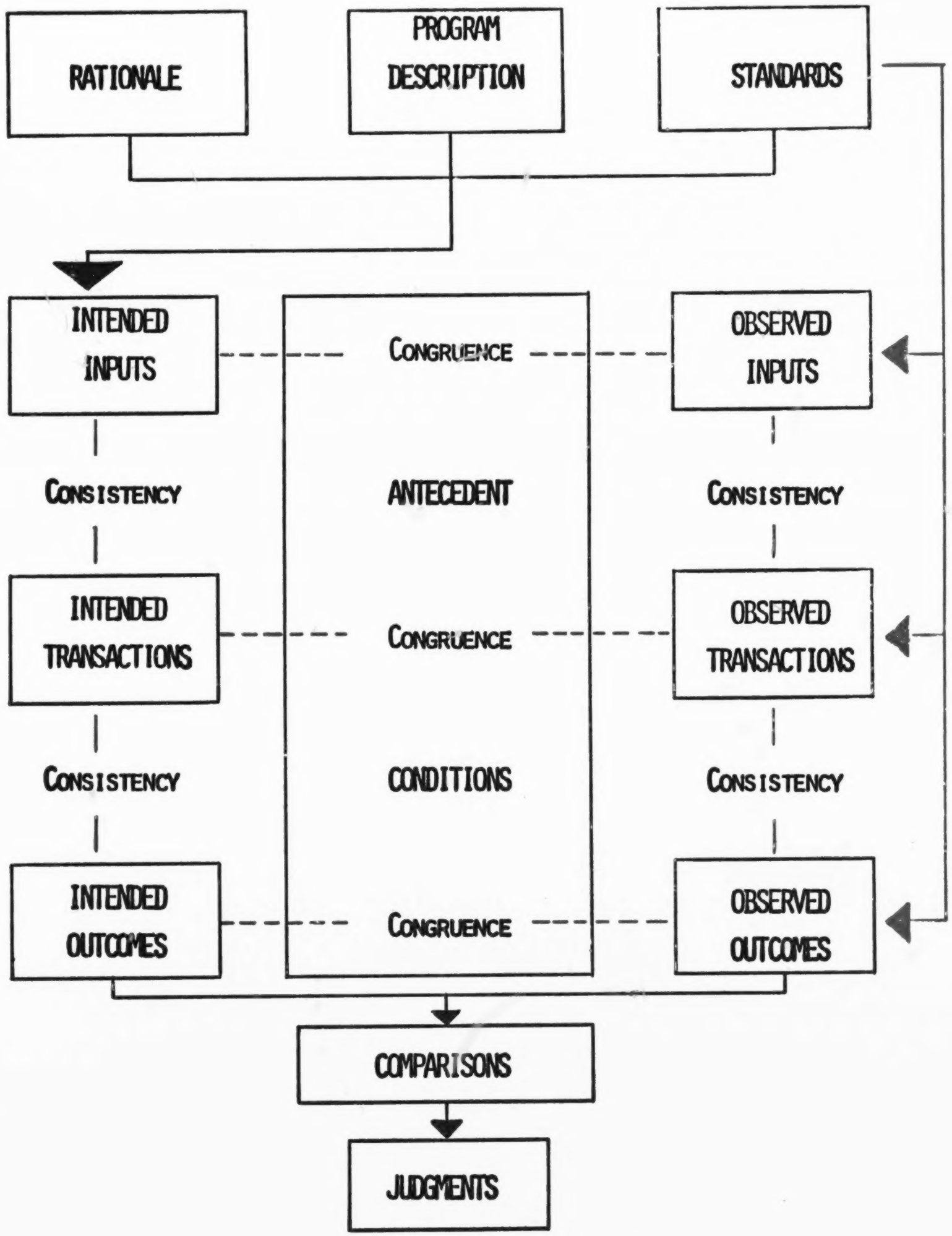
20. Effects on student and community attitudes.

21. Effects of CCP organizational configuration on program activities.

Ultimately, assessment of these and many other possible effects could be used to make judgments as to the effectiveness of the CCP approach. However, priorities must be established and this process usually involves a consideration of some very real local constraints. Two of the most obvious constraints will likely be the availability of funds and the degree of local commitment to the evaluation process.

Once evaluation priorities have been established, data collection, analysis, and reporting methods must be specified. The consistency of these methods will be entirely dependent upon the types of evaluation priorities established. Many established techniques could be adapted to fit the needs of this program, but in some cases new methods will need to be developed. Although this paper provides neither a recommended set of evaluation priorities nor specific evaluation tools it does posit a general approach to the evaluation process. The approach presented is a modification of the work done by Robert Stake, Alan Knox and others. The model includes consideration of the many extraneous factors which do have an effect on the outcomes of intervention efforts. Such consideration is crucial in terms of the enroute and terminal priorities chosen by the local governing body for a specific program. Essentially this process is developed around the paradigm displayed in figure 7.

FIGURE 7. EVALUATION PARADIGM



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## PROPOSED OBJECTIVES

## COOPERATIVE CAREER PLANNING PROGRAM

1. Establish a Human Resources Coordinating Council involving representatives of business, labor, industry, government, and private groups.

   1.1 Develop an organizational structure
   1.2 Select council representatives.
   1.3 Formulate council goals and policies.
   1.4 Develop council strategies.
   1.5 Facilitate intra-community communications.
   1.6 Initiate inter-organizational program planning activities.

2. Conduct systematic manpower studies to determine the effect of existing educational programs.

   2.1 Conduct an ongoing followup of all students leaving the educational system.
   2.2 Administer periodic manpower supply and demand inventories in cooperation with employers.
   2.3 Initiate an analysis of existing job performance criteria and personnel policies in relationship to educational experience.
   2.4 Review manpower assessments with employers, schools and agency personnel.
   2.5 Initiate curriculum evaluation based on assessment results.

3. Develop or modify educational programs commensurate with the occupational needs of youth, adults, and employers.

   3.1 Help individual youth and adults explore realistic career alternatives.
   3.2 Help individual youth and adults determine long-range career objectives.
   3.3 Channel youth and adults into programs designed to help them achieve specific career objectives.
   3.4 Expand continuing education programs based on local needs and interests.
   3.5 Expand the use of public and private resources for the conduct of educational programs.
   3.6 Expand cooperative education programs in conjunction with employers, agencies, and community organizations.
   3.7 Evaluate the structure and function of existing citizen advisory groups within the educational system.

4. Expand and coordinate available manpower services.

   4.1 Establish a school centered entry job placement service.

4.2 Coordinate vocational guidance and counseling services.
4.3 Coordinate existing training programs.
4.4 Coordinate existing job placement services.
4.5 Coordinate avilable testing services.
4.6 Coordinate existing remedial programs.
4.7 Extend manpower services to an increased number of youth and adults.

5. Develop an awareness, concern, and support of community analysis and action programs by local citizens.

5.1 Inform the public of the purposes and progress of the program through use of appropriate public information techniques.
5.2 Inform the public of the educational opportunities available.
5.3 Discuss the purposes and progress of the program with public and private officials representing agencies and organizations associated with human resource development.

6. Conduct periodic evaluation efforts to determine overall program impact.

6.1 Submit monthly and annual reports of Cooperative Career Planning staff activities.
6.2 Assist in the administration of evaluation instruments at appropriate intervals.

## SUGGESTIVE STAFFING REQUIREMENTS

## COOPERATIVE CAREER PLANNING DEMONSTRATION PROGRAM

**Job Title:** Director of Community Services

**Salary:** Commensurate with education, experience, and local salary conditions

**Project Duration:** Three years

**Work Year:** Twelve months

**Minimum Qualifications:** Master's degree with background experience in one or more of the following areas: school administration, community organization or community development. Candidates should understand the dynamics of the dynamics of the urban environment; be aware of the roles and functions of the various public and quasi-public agencies; possess a conceptual framework for the mobilization of community resources; have a basic awareness of and conviction to the community education philosophy; be able to communicate effectively with the various publics to be served.

**Responsibilities:** The director of community services will provide the administrative leadership for the development of a braod-based human resources coordinating council coordinate a comprehensive career planning mechanism; establish policies and procedure for program development; facilitate inter-agency communications; supervise subordinate staff members; conduct public information activities; develop reporting procedures related to specific program objectives; manage available program resources.

**Job Title:** Manpower Assessment Coordinator

**Salary:** Commensurate with education, experience, and local salary conditions

**Project Duration:** Three years

**Work Year:** Twelve months

**Minimum Qualifications:** Bachelor's degree plus background experiences in one or more of the following areas: personnel management; employment counseling, job development or community development. Candidates should possess a firm understanding of the employment needs and recruitment problems of business, industry, and government; possess the necessary skills to conduct basic employment and related community research; possess a working knowledge of related manpower agencies? understand union-management operations; be able to effectively communicate with employers, employees, and union officials.

**Responsibilities:** The manpower assessment coordinator will work under the supervision of the community services director. He will conduct systematic manpower assessment and job analysis studies in cooperation with business, industry, labor personnel. He will coordinate the efforts of all relevant agencies in an effort to provide work relevant learning experience and opportunities for upward job mobility for members of the local labor force. He will work with other members of the cooperative career planning staff in the development, implementation and evaluation of a comprehensive manpower development program.

**Job Title:** Career Planning Coordinator

**Salary:** Commensurate with education, experience, and local salary conditions

**Project Duration:** Three years

**Work Year:** Twelve months

**Minimum Qualifications:** Bachelor's degree plus background experiences in one or more of the following areas: personnel management; vocational counseling, testing; job development; guidance administration of work-study programs, or related services. Candidates should possess an understanding of existing manpower development programs including MDTA, NYC, Work-Study, OJT, apprenticeships and similar types of programs. He must have successful experiences in communicating with young people, school personnel and employers. He must also possess a limited knowledge of research procedures.

**Requirements:** The career planning coordinator will work under the supervision of the community services director to establish a school-centered job entry placement service. He will also be responsible for the conduct of a systematic student followup and the coordination of all existing vocational guidance, vocational counseling, testing, job training, and placement services. He will work to improve communications among schools, agencies, and employers as well as to enhance entry job placement services for secondary school youth.

**Job Title:** Continuing Education Coordinator

**Salary:** Commensurate with education, experience, and local salary conditions

**Project Duration:** Three years

**Work Year:** Twelve months

**Minimum Qualifications:** Bachelor degree with background experience in one or more lf the following areas: adult education, community education, curriculum development or educational administration. Candidates should have a working knowledge of community needs assessment and programming in continuing education; cooperative continuing education programs involving both the public and private sectors; and awareness of and commitment to the community education concept and a demonstrated ability to initiate and administer continuing education programs.

**Responsibilities:** The continuing education coordinator will work education program for the entire school district, More specifically, the coordinator will work with business, industry, labor, agencies, representatives and private groups in the development of a responsive continuing education program based on community needs and interests. He will also work cooperatively with school personnel and other members of the cooperative career planning staff.